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ABSTRACT

This 25th annual report summarizes recent activities in Ohio that were provided by means of Chapter 1 of the Elementary and Secondary Education Act. Information presented concerns: (1) statistics for fiscal 1990; (2) participation trends; (3) instructional impact; (4) expenditure and staffing patterns; (5) parent involvement; and (6) 5-year trends. Initial discussion explains the basic Chapter 1 services provided by Ohio's public school districts. Statistics for the current year and 5-year trends clearly indicate that the program helps children become successful learners. Subsequent discussion describes the special Chapter 1 services provided for the children of migratory agricultural workers and handicapped, neglected, or delinquent children who are being educated in state agency schools. Statistics related to this part of the discussion also indicate the beneficial human impact of the supplemental services provided through federal aid to education. Thirty-four tables supplement the text. (RH)

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Chapter 1 in Ohio

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Chapter 1 in Ohio

Elementary and Secondary Education Act
25th Annual Evaluation Report

Fiscal 1990

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Chapter 1 Helps Children

This 25th annual report summarizes recent activities provided in Ohio through Chapter 1 of the Elementary and Secondary Education Act. Information presented includes statistics for fiscal 1990 (the 1989-90 school year and the summer that followed), participation trends, instructional impact, expenditure and staffing patterns, parent involvement, and five-year trends.

Chapter 1 authorizes a federally funded compensatory program for several groups of educationally disadvantaged children. The legislation directs that priority educational needs of these children be identified and programs designed to provide appropriate supplemental instruction.

Basic provisions of Chapter 1 are funded on the premise that areas with high concentrations of low-income families also have high concentrations of children who are educationally disadvantaged. Public school districts are allocated funds to provide supplemental instruction for these students.

Special provisions of Chapter 1 recognize a federal responsibility to improve the educational opportunities available to the children of migratory agricultural workers. The legislation channels funds through state departments of education for distribution to school districts where influxes of migrant children occur.

Special provisions of Chapter 1 also recognize the need for supplemental instruction to help handicapped, neglected, or delinquent children who attend school in state-operated facilities.

Chapter 1 in Ohio is administered by the Ohio Department of Education's Division of Federal Assistance and Division of Special Education.

Pages 3 to 16 explain the basic Chapter 1 services provided by Ohio's public school districts. Statistics for the current year and five-year trends clearly indicate that this program helps children become successful learners.

Pages 17 to 26 describe the special Chapter 1 services provided for the children of migratory agricultural workers and handicapped, neglected, or delinquent children being educated in state agency schools. Here also the statistics indicate the beneficial human impact of the supplemental services provided through federal aid to education.

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Basic Programs

Nearly all school districts in Ohio qualify for Chapter 1 funds and, except for a few with small allocations, most participate. In fiscal 1990, a total of 611 of 613 districts operated Chapter 1 programs.

The allocation for each school district is based on a formula dependent on the number of children aged five through seventeen residing in the district who are

- From low-income families, based on census data.
- From families receiving Aid for Dependent Children.
- In institutions for neglected or delinquent children.
- In foster homes in the district.

Grant awards to school districts for basic programs for the last five years total over $620,000,000. Grant awards fluctuate from year to year according to the federal handicapped-child count.

Chapter 1 is *forward funded* — the money approved for the fiscal year that begins in October is available for use during the school year that begins the next September. Provisions are also made for funds to be carried over and used the following year.

The rationale for forward funding and carryover is to provide school administrators with the flexibility needed to employ staff on a timely basis and to adjust to changes that occur during the school year.

All basic program statistics that appear in the last three columns of Table 1 relate to actual expenditures rather than grant awards.

Table 1
Five-Year Trends: Chapter 1 Expenditures

Fiscal Year	Grant Award	Current Funds	Carryover Funds	Total Expenditures
1986	$111,078,740	$ 99,939,241	$12,178,549	$112,117,790
1987	109,122,668	100,806,094	13,907,213	114,713,307
1988	124,756,042	116,037,825	14,180,488	130,218,313
1989	137,667,582	128,613,251	14,523,066	143,136,317
1990	137,407,671	127,341,555	13,973,538	141,315,093

Student Participation

Most Chapter 1 activities in Ohio are conducted during the regular term, and over half are directed toward serving children in grades one through three (see Table 2.) The 611 school districts providing Chapter 1 instruction during the regular term served 137,845 students. The 13 districts having summer-term instruction served 3,032 students. Of these students, 1,267 participated both terms.

Table 2
Student Participation

	Regular Term		Summer Term		Either or Both Terms	
Grade Ranges	Participants	Percent	Participants	Percent	Participants	Percent
Prekindergarten	2,937	2%	50	2%	2,987	2%
Kindergarten	10,473	8	220	7	10,693	8
Grades 1–3	87,488	63	1,021	34	88,509	63
Grades 4–6	31,485	23	878	29	32,363	23
Grades 7–9	4,145	3	391	13	4,536	3
Grades 10–12	1,317	1	472	15	1,789	1
Totals	**137,845**	**100%**	**3,032**	**100%**	**140,877***	**100%**

*Indicates 1,267 served in both regular and summer terms.

The grade level with the most participants was grade one with 40,473 students. Grade two ranked second with 26,780. Grades three and four followed with 19,989 and 13,855, respectively.

Very few school districts provide Chapter 1 services at the secondary level. On a combined basis, less than 4 percent of all participants in fiscal 1990 were in grades seven or above. The lower percentages of older students do not mean that there are no educationally disadvantaged secondary students. Instead, they indicate that priorities have been established in line with local needs assessment and current levels of funding.

Private school students who meet the selection criteria and who reside in qualified attendance areas are included in the planning for basic Chapter 1 programs and are provided with appropriate services. In fiscal 1990, a total of 6,110 private school students received Chapter 1 instruction.

The U.S. Supreme Court ruled in 1985 that Chapter 1 teachers cannot be sent into church-related private schools to provide instruction (see Table 3). This ruling, *Aguilar v. Felton*, does not negate the portion of Chapter 1 law that requires a school district to consider the needs of private school students when planning its program.

Table 3
Private School Students

Grade Ranges	Participants	Percent
Prekindergarten–Grade 3	4,170	68%
Grades 4–6	1,579	26
Grades 7–12	361	6
Totals	**6,110**	**100%**

Public school administrators in Ohio responded quickly and effectively to this decision. Of the 140,877 students served in fiscal 1990, over four percent were enrolled in private schools. This is similar to the percentage served annually prior to the Supreme Court ruling.

Most private school students were served in conveniently located mobile units (see Table 4). The remainder walked or were transported to public schools or neutral sites.

Local school districts receive extra Chapter 1 funds to help students who reside in homes for neglected or delinquent children. In fiscal 1990, a total of 3,561 students were served.

Table 4
Instruction for Private School Students

Mode of Service	Number of Participants	Percent of Participants
Mobile units	5,719	94%
Public schools	150	2
Neutral sites	241	4
Totals	**6,110**	**100%**

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Instructional Areas

Instruction in reading is almost always identified as the most crucial area of need. First priority for participation is given to children most in need of additional help. In fiscal 1990, participants were students who scored at or below the 36th percentile on a standardized achievement test. A total of 116,343 students received reading services in the regular term and 2,218 in the summer term.

The usual procedure is for five or so students to leave their regular classroom for about 30 minutes a day to meet separately with a Chapter 1 teacher. Instruction is geared to a level where each child can be successful.

Mathematics, the second-ranked area of need, is usually conducted in a small-group setting similar to that for reading. A total of 19,156 students participated during the regular 1989-90 school year and 2,011 in the summer.

In a few instances, the district identifies a need for prekindergarten. As Table 5 indicates, 2,304 children under five were involved during the 1989-90 regular term.

Table 5
Instructional Areas

	Regular Term		Summer Term	
	Participants in Area	Percent of All 137,845 Participants	Participants in Area	Percent of All 3,032 Participants
Reading	116,343	84%	2,218	73%
Mathematics	19,156	14	2,011	66
Prekindergarten	2,304	2	48	2
Other	1,643	1	69	2
Tutorial*	1,561	1	545	18

*In subject areas other than reading and math, mostly for neglected or delinquent youth.

Language arts, included in the instructional area labeled "Other," was offered to 1,643 students during the regular term and to 69 students in the summer term.

Percentages of participants in each instructional area provide a perspective beyond that of numbers. Eighty-four percent of the 137,845 regular-term participants received reading instruction. During the summer term, 73 percent of the 3,032 participants were in reading. The difference in percentage of youngsters served is especially great in mathematics. Note that only 14 percent were served in the regular term, while 66 percent received mathematics instruction in the summer.

Through the years, the extra instruction provided by Chapter 1 and Title I has emphasized improvement of basic reading and mathematics skills. Percentages of all participants involved in these and other instructional areas reflect this trend.

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Impact of Reading Instruction

To evaluate the effectiveness and impact of Chapter 1 reading instruction, each local school uses standardized tests to check students' skills with a pretest and a posttest. Differences in test scores are reported in normal curve equivalent (NCE) units (see Table 6).

The NCE system of reporting measures academic gains that can be attributed to extra instruction provided by Chapter 1. To interpret the data, the reader should understand the following:

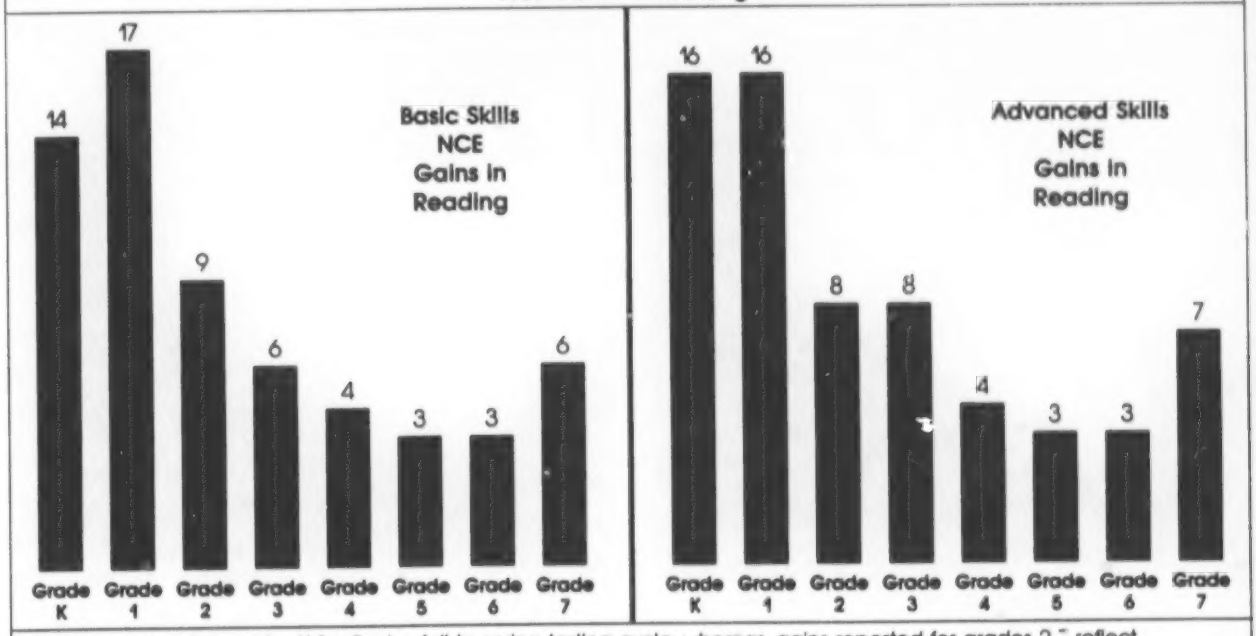
- Scores are reported for only those students who take both the pretest and posttest. Scores are converted to NCEs and composited to the state level.
- With only regular classroom instruction, children are expected to maintain their own position relative to other children in the class — that is, make no NCE gains.
- With the extra Chapter 1 instruction, children are expected to achieve (and make NCE gains) at a faster rate than classmates who have only regular classroom instruction. A gain of 7 NCEs is considered significant. As Table 6 indicates, kindergartners and first graders more than doubled this rate in 1990.

The gains made by children in kindergarten and grade one are especially meaningful since 37 percent of all participants were enrolled at these levels.

This extra instruction helped over 116,000 youngsters in Ohio improve their reading skills.

During the past five years, average gains for all grade levels combined have consistently been above the 7 NCEs considered significant. These gains are especially impressive since Chapter 1 serves only those children who score the lowest on a standardized achievement test.

Table 6
NCE Gains in Reading



Gains reported for grades K-1 reflect a fall-to-spring testing cycle; whereas, gains reported for grades 2-7 reflect a spring-to-spring testing cycle.

Impact of Mathematics Instruction

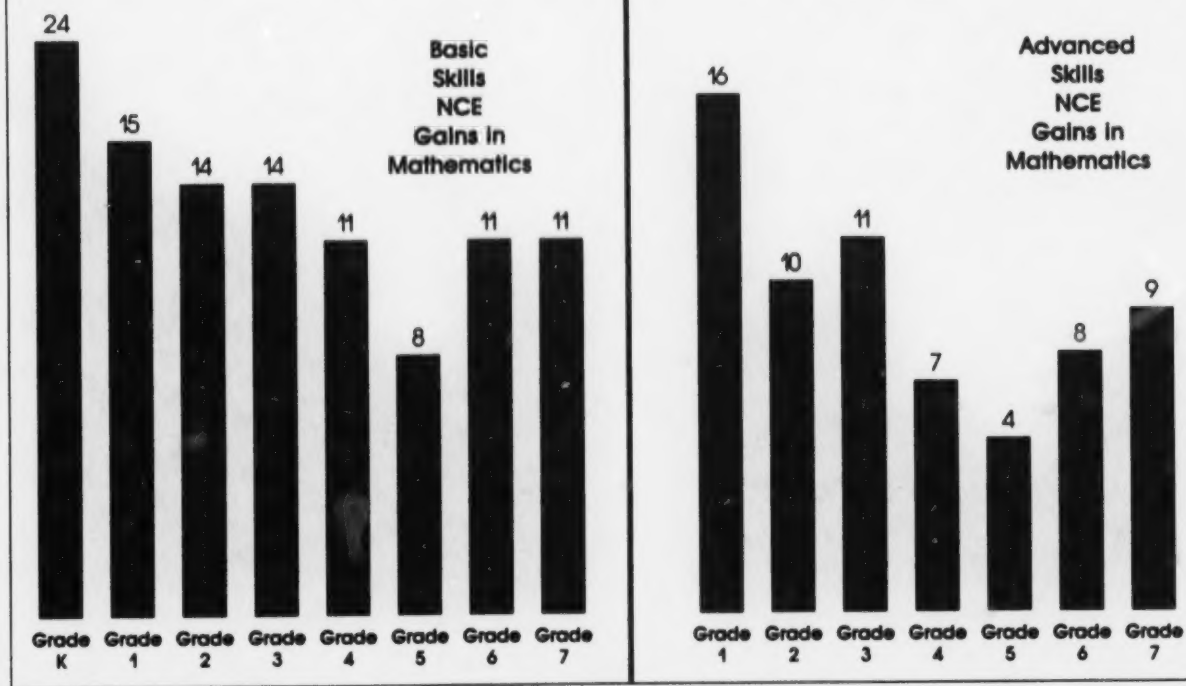
Results on standardized tests are also used to evaluate the effectiveness of Chapter 1 mathematics instruction. The system for reporting is the same as that used for reading (see Table 7).

As 1990 gains in mathematics are studied, keep in mind that there were only 19,156 regular-term participants in this area compared with 116,343 in reading.

Note in Table 7 that the average NCE gain at most grade levels was substantially higher than the 7 NCEs considered significant. Especially notable is kindergarten's 24 NCE gain in basic skills.

During the past five years, about one of every ten participants received extra mathematics instruction. Gains tend to run higher than those for reading. Also, because of the small numbers of students involved in mathematics, gains tend to fluctuate more than in reading.

Table 7
NCE Gains in Mathematics



Gains reported for grades K-1 reflect a fall-to-spring testing cycle; whereas, gains reported for grades 2-7 reflect a spring-to-spring testing cycle.

Expenditure Patterns

People trying to understand the size and scope of Chapter 1 want to know when and how the money is spent.

The money is used for extra instruction, especially in the area of reading (see Table 8). When expenditures within the various instructional areas are viewed as percentages, the importance placed on regular-term instruction and reading is obvious. Expenditures during the summer term are more diversified, with noticeable percentage increases in mathematics and in tutorial services, primarily for neglected or delinquent children who reside in institutions.

The trend in Ohio, not only for the last five years but for the previous twenty, has been to concentrate expenditures on the improvement of reading skills. Secondary emphasis has consistently been on the improvement of mathematics skills. The only other areas with significant expenditures are prekindergarten and language arts (included with Other Services in Table 8).

Expenditures can also be categorized by their use for salaries and fringe benefits; instructional materials, supplies, and equipment; and supportive services. As indicated in Table 9, most of the money is used to employ teachers and aides who work directly with children. In contrast, less than one half of one percent is used for equipment and supplies.

Another way to look at Chapter 1 expenditures is by average cost per student receiving extra instruction. In fiscal 1990, the 137,845 children in regular-term activities were served at an average cost of $1,022 each. In a typical six-week summer session, the average cost for each of 3,032 students was $126.

Table 8
Expenditures by Instructional Areas

	Regular Term		Summer Term		Fiscal Year	
	Expenditures	Percent	Expenditures	Percent	Expenditures	Percent
Reading	$108,175,134	77%	$315,440	82%	$108,490,574	77%
Mathematics	16,308,296	12	8,783	2	16,317,079	12
Prekindergarten	4,596,045	3	2,033	1	4,598,078	3
Extended-Day Kindergarten	7,207,962	5	–	–	7,207,962	5
Neglected or Delinquent	1,373,242	1	56,966	15	1,430,208	1
Other Services	3,271,192	2	–	–	3,271,192	2
Totals	**$140,931,871**	**100%**	**$383,222**	**100%**	**$141,315,093**	**100%**

Table 9
Expenditures by Function Areas

	Regular Term		Summer Term		Fiscal Year	
	Expenditures	Percent	Expenditures	Percent	Expenditures	Percent
Salaries and related costs	$131,429,921	93%	$359,399	94%	$131,789,320	93%
Instructional materials, supplies, and equipment	5,163,004	4	21,926	5	5,184,930	4
Supportive Services	4,338,946	3	1,897	1	4,340,843	3
Totals	**$140,931,871**	**100%**	**$383,222**	**100%**	**$141,315,093**	**100%**

Staff Positions

Table 10
Full-Time Staff Equivalents by Position

Staff Positions	Regular Term	Summer Term
	Full-Time Equivalent	Full-Time Equivalent
Teachers/tutors	3,050	81
Teacher aides	693	29
Coordinators, supervisors, directors	143	1
Clerical staff	83	1
Other supportive staff	69	1
Totals	**4,038**	**113**

Ninety-three percent of all Chapter 1 expenditures in 1990 were for salaries and related costs. Who received these salaries and what services did they provide to students? An overview of staff positions in Table 10 provides a general answer.

A total of 3,050 teachers, some of whom worked as tutors, were employed during the regular term, and 81 worked during the summer.

Chapter 1 teachers are sometimes assisted by aides. In 1990, 693 aides assisted Chapter 1 teachers during the regular term. In the summer, 29 aides were employed.

During the regular term, 93 percent of the full-time equivalent positions were filled by teachers, tutors, and aides who worked directly with children. In the summer, 97 percent of the positions were filled by teachers, tutors, and aides.

The overall effectiveness of Chapter 1 depends on concentrated, direct instruction of children. The average regular-term teacher met with 45 children per day, with five per class. During the summer, when morning-only sessions are typical, the average teacher met with 16 to 48 children per day, with four to twenty-four per class.

Inservice Education

The teachers, aides, and others who are responsible for helping Chapter 1 participants become successful learners need to renew or upgrade their skills periodically. For this reason, even though many Chapter 1 teachers have master's degrees and numerous years of successful teaching experience, inservice education is considered an important Chapter 1 activity.

In 1990, a total of $459,013 was used to provide inservice education. Staff members who worked with Chapter 1 participants had the opportunity to improve their skills and understanding through these inservice activities.

In some instances, inservice is provided by the local district. In many counties and multicounty areas, districts work together to provide more comprehensive inservice education.

Parent Involvement

The major goal of all parent involvement related to Chapter 1 is improved student achievement. As would be expected, types of involvement are varied (see Table 11). A very important type, parent advisory council membership, is discussed separately in this report.

Parents of all Chapter 1 participants are also encouraged to meet with Chapter 1 teachers to discuss the progress and learning problems of their children. Classroom teachers are sometimes invited to participate in the same conference to provide a more coordinated approach to helping the child.

Many parents visit their child's Chapter 1 class; help make instructional games for use at home; attend meetings with guest speakers; or help out as volunteer tutors, aides, or monitors.

Teachers in some districts visit homes to encourage parent involvement and to gain a better understanding of the needs of individual children.

In fiscal 1990, nearly 97,000 parents of Chapter 1 students were involved in one or more of the types of activities included in Tables 11 and 12.

Table 11
Types of Parent Involvement

	Parents*
Individual conferences with Chapter 1 staff members	111,749
Classroom visits by parents	40,998
Group meetings (in addition to council meetings)	46,060
Planning (in addition to council meetings)	20,938
Home visits by Chapter 1 staff members	8,614

*An estimated total of 96,628 parents of Chapter 1 students were involved one or more times in the listed activities.

Table 12
Five-Year Trends: Types of Parent Involvement

Fiscal Year	Individual Conferences	Classroom Visits	Group Meetings*	Planning*	Home Visits
1986	99,679	28,710	29,408	8,267	8,166
1987	101,798	30,706	29,765	7,115	7,391
1988	102,013	30,603	37,808	12,522	7,264
1989	110,196	35,560	41,252	15,373	8,251
1990	111,749	40,998	46,060	20,938	8,614

*In addition to council meetings

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Parent Advisory Councils

Chapter 1 regulations require school districts to convene an annual public meeting for the purpose of explaining activities and programs to the parents of eligible children. Districts may provide reasonable support for additional parent activities.

Chapter 1 legislation dropped the restrictive requirements of its predecessor, Title I, for formal school and district councils. However, many districts in Ohio continued school councils as locally designed organizations (see Table 13). District councils were kept in many districts, but without rigid requirements. Thus, members and school administrators were able to modify their procedures to suit local needs better.

Involvement of parents in an advisory role significantly increased the effectiveness of Chapter 1. Typical activities of school council members included working on committees, observing in classrooms, organizing activities for other parents, and working as volunteers.

At the district level, council members were likely to discuss and recommend ways to improve the district's Chapter 1 activities as they relate to the needs of children, help arrange districtwide or countywide meetings for parents of all Chapter 1 participants, or assist with exchanges of information through newsletters or tours of Chapter 1 classrooms.

During fiscal 1990, a total of 1,808 advisory council meetings were held at the school level, where membership totaled 16,006. District advisory council membership totaled 3,838. In addition to local school and district meetings, council members were encouraged to organize and attend county or multidistrict meetings.

During the past five years, membership on district advisory councils has averaged 3,500 yearly (see Table 14). Although the number of persons who officially serve as district council members has been declining, the total number of parents involved in Chapter 1 activities is quite high.

One of the main reasons for the successful involvement of parents is that Chapter 1 teachers and school principals have reached out to them and convinced them that they can make important contributions to their children's academic achievement.

Table 13
Council Membership

Types of Council Membership	School Councils	District Councils
Parents of public school participants	15,287	3,621
Parents of private school participants	719	217
Totals	**16,006**	**3,838**

Table 14
Five-Year Trends: Council Membership

Fiscal Year	School Councils	District Councils
1986	14,155	3,939
1987	17,628	3,554
1988	11,190	3,174
1989	13,189	3,206
1990	16,006	3,838

Chapter 1 Basic Programs: Summary of Successes

Chapter 1 helps children! Evaluation data gathered in local school districts and compiled at the state level clearly indicate that thousands of children are helped each year. The following list provides supportive evidence and a summary of Chapter 1 operations during fiscal 1990 (the 1989-90 school year and the summer that followed).

- Of Ohio's 613 school districts, 611, or 99 percent, conducted Chapter 1 programs.
- Local school districts spent a total of $141,351,093 in Chapter 1 funds to provide extra instruction for 140,877 educationally disadvantaged children.
- Most Chapter 1 activities were in the regular school term, during which over 99 percent of the participants received instruction and most of the expenditures were made.
- Ninety-six percent of the students receiving Chapter 1 instruction were in grade six or below. The greatest concentration of pupils, 74 percent, was in grades one through four.
- Highest priority for Chapter 1 services is given to reading. Over 84 percent of all regular-term participants and 73 percent of all summer-term participants received instruction in this area.
- Chapter 1 participants are making significant achievement gains. Average NCE gains in reading and mathematics are significant in both basic and advanced skills.
- Seventy-seven percent of all expenditures for the year were directed toward reading instruction. Next in money expended were mathematics and prekindergarten, with 12 and 3 percent, respectively.
- Ninety-three percent of all expenditures for the year were for staff salaries and related fringe benefits.
- School districts hired 3,050 teachers or certified tutors, on a full-time equivalent basis, to instruct Chapter 1 participants during the regular term. During the summer term, districts hired 81 teachers or tutors on a full-time equivalent basis.
- Parent advisory councils were an integral part of Chapter 1. A total of 3,838 people served on district councils and 16,006 were on building councils.

Several reasons for the success of Chapter 1 are apparent:

- Provision of concentrated instructional services for selected educationally disadvantaged children
- Emphasis on needs assessment and diagnostic-prescriptive instruction
- Concentration on improvement of reading, mathematics, and language arts skills
- Coordination with classroom instruction
- Reliance on school principals as instructional leaders
- Support by local boards of education with additional funds for Chapter 1 purposes
- Meaningful involvement of parents

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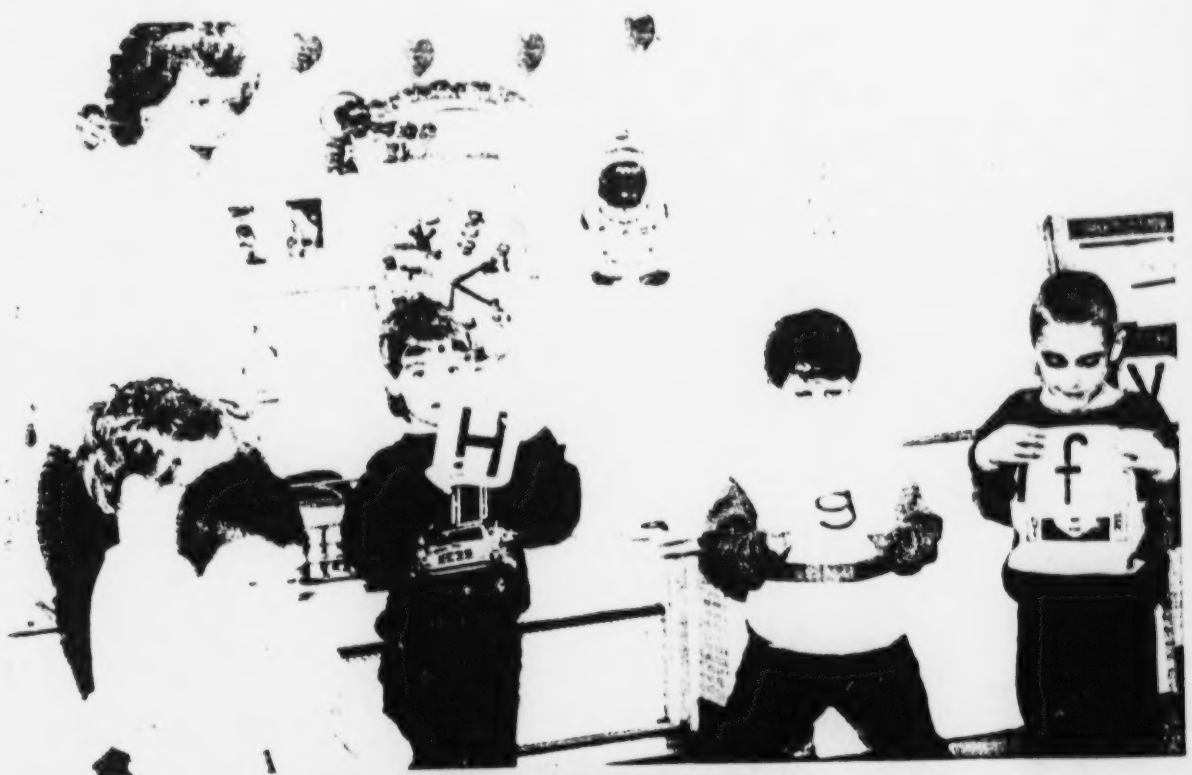
Summary of Successes, continued

This program is working in Ohio, but much more must be done if the instructional needs of eligible children are to be met in the future. The following courses of action by school administrators are recommended:

- Continue to use available funds prudently.
- Encourage teachers, principals, and parents to work together to plan and carry out Chapter 1 instructional activities.
- Urge teachers to continue to develop personalized instructional plans for each Chapter 1 participant.
- Seek ways to motivate more children to improve their reading, mathematics, and language arts skills.
- Continue to involve parents in meaningful activities.
- Convince legislators, educators, and the public through effective publications, audiovisual presentations, and speaking engagements that Chapter 1 helps children.

Concerned parents, educators, and other community leaders must also convince the President, members of Congress, and other government officials that

- Chapter 1 helps thousands of children annually to improve their reading and mathematics skills and to be successful in school.
- Much remains to be done to help thousands of additional educationally disadvantaged children each school year.
- Children who are not helped to master basic academic skills are more likely to end up on unemployment and welfare rolls in the future and cost more in tax dollars instead of less.
- Local public school districts and states cannot solve educational problems alone. Federal aid for areas of special need is essential.



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Special Programs

Special Programs for Migrant Children

Educational programs for children of migratory agricultural workers are currently funded through special provisions in Chapter 1 of the Elementary and Secondary Education Act.

Annual grant awards to the state are based on a count of children ages 3-21 and the number of days they are in Ohio. Recruiters locate families as they move from state to state and community to community, register the children and have information about them sent to the national Migrant Student Record Transfer System, and tell parents about the educational services provided through Chapter 1.

Three main crops (pickles, tomatoes, and sugar beets) and truck farming attract workers and their families to Ohio. School districts, primarily in northwestern and western parts of the state, that anticipate influxes of migrant students apply to the Ohio Department of Education for funds. Allocations and budgets are based on the number of students expected and the services to be provided (see Table 15). If enrollments run higher or lower, adjustments are made. The number of students who enroll each year fluctuates with labor demands and weather conditions, such as the rainy spring and dry summer experienced in the last few years.

A few migrant families arrive in Ohio in time for spring plowing. The greatest influx is during June, July, and August. Many families stay until the first frost in late September or early October. Attendance figures for 1990 indicate a 1,030 school-year enrollment, and a 2,064 summer enrollment.

Between 51 and 61 percent of the migrant youngsters receiving Chapter 1 instruction are usually enrolled in grades one through six. From 22 to 25 percent are typically in kindergarten, preschool, or summer daycare. The remainder are in grades seven through twelve.

Instructional emphasis is on helping younger children develop English language skills. Oral language, in particular, is stressed because many of the children are predominantly Spanish-speaking. Improvement of reading and mathematics skills is also emphasized. The typical student often receives instruction in more than one subject area, especially during the summer.

At the secondary level during the spring and fall, migrant students have the same course choices as local students. Chapter 1 migrant funds are used primarily to provide teachers for tutoring, as needed. During the summer, both academic and vocational subjects are offered. Several school districts schedule summer evening classes so that older students can both work and attend school.

Table 15
Districts, Participants, and Funds

Fiscal Year	Grant Award	Districts	Participants
1986	1,349,893	23	3,407
1987	1,297,904	23	2,854
1988	1,350,587	22	2,956
1989	1,265,375	22	2,670
1990	1,327,439	21	3,094

Ninety-two percent of the funds for migrant education is used for staff salaries and fringe benefits (see Table 16). Because of the nature of migrant education, supportive services are necessary. During the summer months, pupil transportation, health services, and food services are provided. Other supportive services include student recruitment and transmission of health and educational information to the Migrant Student Record Transfer System.

Table 17 indicates numbers of instructional, administrative, and supportive staff employed on a full-time equivalent basis.

Parent involvement is required by law. Types of involvement include school and class visits, conferences with teachers, parent advisory council membership, and assistance with recruitment of students (see Table 18).

Table 16
Expenditures by Function Areas

Function Areas	1986	1987	1988	1989	1990
Salaries, fringe benefits	89%	83%	88%	91%	92%
Instructional materials, supplies, equipment	1	1	3	2	2
Other services	10	14	9	7	6

Table 17
Full-Time Staff Equivalents by Position

Staff Positions (Full-Time Equivalent*)	Regular Term	Summer Term
Teachers	36	79
Teacher aides	15	63
Directors, coordinators	6	12
Transfer record clerks	12	11
Recruiters	10	10
Transportation personnel	–	20
Food service workers	–	18
Custodians	–	11

*For number of weeks respective programs were in operation

Table 18
Parent Involvement

Types of Involvement	Fall 1989	Year-Round 1989-1990	Spring 1990	Summer 1990
School/class visits	399	–	9	204
Individual conferences	110	1	13	180
Advisory council membership	38	4	4	45

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Chapter 1 for Migrant Children: Summary of Successes

Fiscal 1990 highlights and successes of migrant education in Ohio include the following:

- About 90 percent of the 3,094 participants were interstate travelers, most from Texas or Florida. The parents of about 6 percent were former migrants who have permanently settled in Ohio within the last five years. The remainder were from families that traveled within the state to obtain agricultural employment.
- During the summer months when regular schools were not in session, districts operated special migrant schools.
- In the spring and fall, both elementary and secondary migrant children spent most of the day in regular classrooms. Those who needed extra assistance were "pulled out" for supplemental instruction that was tutorial in nature.
- Seven districts enrolling over 125 migrant students each during the summer were Vanguard, Willard, Elmwood, Findlay, Fremont, Lakota, and Woodmore. Four districts — Fremont, Eastwood, Gibsonburg, and Woodmore — served 100 or more students in the fall.
- One district, Toledo, provided a year-round program.
- Four districts — Marlington, Lakota, Vanguard, and Woodmore — conducted evening classes for high school and junior high students.
- Ohio and Texas educators are continuing their efforts to coordinate the instruction and services available to both high school and junior high students.
- The migrant education center at Fremont provided consultant services, developed instructional and recruitment materials, and distributed media resources.
- State-sponsored workshops were held for various groups, including administrators, teachers, transfer-record clerks, and recruiters. The most comprehensive inservice effort was a three-day English-as-a-second-language workshop for teachers.
- Ohio's terminal for the Migrant Student Record Transfer System continued to send and receive information about migrant children living in Ohio.
- The migrant education center at Fremont, in cooperation with several state, local, and private agencies, sponsored a mobile health fair. Health screenings were provided to approximately 1,000 migrant children and their parents.

Special Programs for Handicapped Children

Another of the three special sections of Chapter 1 provides supplementary funds to meet important educational needs of handicapped children in state-operated and state-supported schools. In Ohio, during each of the past five years, an average of 4,412 children have received educational assistance through this source of federal aid (see Table 19).

Table 19
Programs, Participants, and Funds

Fiscal Year	Programs	Participants	Grant Awards
1986	107	4,130	4,781,118
1987	99	4,651	4,393,710
1988	97	4,274	4,149,006
1989	93	4,075	3,844,332
1990	92	4,932	4,699,538

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Grant awards are based on annual child-count data and reflect declining enrollments in state-operated schools. Funding levels during the past five years have been sufficient for school officials to provide concentrated services for the children selected for Chapter 1 participation.

In fiscal 1990, a total of 4,932 handicapped children were provided Chapter 1 services in the following types of special-purpose schools:

- Eighty-four schools operated by county boards of mental retardation and developmental disabilities served 4,640 youngsters.
- Four schools in residential developmental centers administered by the Ohio Department of Mental Retardation and Developmental Disabilities served 23 children.
- Two schools within psychiatric hospitals operated by the Ohio Department of Mental Health served 54 emotionally disturbed children.
- Two residential schools administered by the Ohio Department of Education — the Ohio State School for the Blind and the Ohio School for the Deaf — served 215 students.

Ninety-four percent of the handicapped children in Ohio who received Chapter 1 services were enrolled in county-operated schools (see Table 20). The others attended school on the premises of the state facility where they permanently or temporarily lived.

Table 20
Participants by Type of School

Type of School	1986	1987	1988	1989	1990
County Boards of Mental Retardation and Developmental Disabilities	3,509	4,205	3,849	3,671	4,640
Mental Retardation and Developmental Disabilities Centers	53	33	36	38	23
Mental Health Hospitals and Centers	323	173	148	90	54
Ohio School for the Deaf	132	129	135	141	141
Ohio State School for the Blind	113	111	106	135	74
Totals	**4,130**	**4,651**	**4,274**	**4,075**	**4,932**

Special Chapter 1 funds for handicapped children are used to provide educational services that supplement those provided by state and other federal funds. An assessment of instructional needs frequently leads to a provision of services for children who are under or above the traditional school ages of six through 17. Note in Table 21 that from 34 to 43 percent have been age five or under. Information on participants ages 18-21 is not collected separately.

Ninety-eight percent of all funds made available in fiscal 1990 through state agency provisions of Chapter 1 for handicapped children were used for instructional salaries, fringe benefits, or contracted personal services.

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Instructional activities and services for handicapped children are quite diversified. The types of teachers, specialists, and aides employed and the number of children they serve indicate instructional priorities (see Table 22).

A way to look at the trend in program priorities is to focus on the percent of all Chapter 1 participants served in each instructional area (see Table 23). Fluctuations in percentages tend to reflect shifts in the types of children served and the availability of other funding sources.

Table 21
Five-Year Trends: Handicapped Students

Fiscal Year	Participants	Age Ranges		
		5 or Under	6–12	13–21
1986	4,130	34	22	44
1987	4,651	37	23	40
1988	4,274	41	20	39
1989	4,075	43	18	39
1990	4,932	35	24	41

Table 22
Staff and Children by Instructional Areas

Instructional Areas (Rank Order by Numbers of Children Served)	Chapter 1 Staff (Full-Time Equivalent)		Children Served			
	Teachers/ Specialists	Aides	Ages 0–5	Ages 6–12	Ages 13–21	Totals
Multihandicapped	24	121	656	596	772	2,024
Adapted physical education	5	8	230	111	254	595
Speech and language	8	–	179	136	188	503
Preschool	1	55	355	–	–	355
Prevocational training	9	7	–	62	198	260
Occupational therapy	1	3	86	38	60	184
Developmental	1	14	24	45	70	139
Behavior management	4	6	51	42	46	139

Table 23
Five-Year Trends: Program Priorities by Percent of Children Served

Instructional Areas	1986	1987	1988	1989	1990
Multihandicapped	18%	19%	17%	21%	40%
Preschool	9	14	14	20	7
Prevocational training	13	15	21	10	5
Speech and language	8	13	9	8	10
Developmental	4	9	8	10	3
Occupational therapy	4	8	4	4	4
Behavior management	5	6	7	6	3
Adapted physical education	9	5	9	6	12
Children served in one or more areas	**4,130**	**4,651**	**4,274**	**4,075**	**5,111**

Another way to look at the impact of Chapter 1 funding on handicapped children is through the services provided within each of the types of schools.

The schools operated by county boards served the most children, and as would be expected, their Chapter 1 services were the most diversified. Multihandicapped and preschool classes were typical priorities in fiscal 1990.

State institutions for the mentally retarded and developmentally disabled used Chapter 1 funds for staff inservice.

At the schools for hospitalized emotionally disturbed children, most Chapter 1 instruction was directed toward prevocational and career awareness orientation. Improvement of reading and mathematics skills was a secondary priority.

Students at the Ohio School for the Deaf were provided extra classroom assistance through the employment of aides and a job placement coordinator.

Chapter 1 at the Ohio State School for the Blind included mobility training, activity therapy, and improvement of daily living skills.

Because of the severity of handicaps and diversity of Chapter 1 services, statistics compiled at the state level must be generalized. As Table 24 indicates, from 76 to 91 percent of the students in all age ranges successfully achieved over one-half of their short-term objectives in fiscal 1990.

Five-year trends in student progress provide another indicator of the success of Chapter 1 services for the handicapped. Note in Table 25 that from 83 to 86 percent of all students achieved over half of their short-term objectives in each of the last five years.

Table 24
Student Progress
With Short-Term Objectives

Degree of Improvement	Ages 0–5	Ages 6–12	Ages 13–21	All Age Ranges
Marked improvement (80–100% achieved)	44%	38%	33%	38%
Improvement (50–79% achieved)	47	48	43	45
Little or no improvement (49% or less achieved)	9	14	24	17

Table 25
Five-Year Trends: Student Progress
With Short-Term Objectives

Degree of Improvement	1986	1987	1988	1989	1990
Marked improvement (80–100% achieved)	43%	39%	40%	40%	38%
Improvement (50–79% achieved)	40	45	45	46	45
Little or no improvement (49% or less achieved)	17	16	15	14	17

Chapter 1 for Handicapped: Summary of Successes

Students with severe handicaps are successfully achieving realistic short-term objectives. Teachers and other evaluators, using both subjective and objective criteria, report that fiscal 1990 Chapter 1 funds helped eight of every ten students reach over half of the objectives set for them.

Typical achievements were such taken-for-granted skills as sitting or standing without support, toilet training, self-feeding, making intelligible sounds, and communicating with teachers and parents.

Parents are involved in decisions related to placement of the child and types of instructional services to be provided. In some instances, home training materials or teachers help parents learn ways to cope with the child's deficiencies and to reinforce skills learned in school.

Chapter 1 funds were also used to provide [illegible] shops and other [illegible] designed to increase [illegible] ness under very [illegible] fiscal 1990, for example, [illegible] of Mental Retardation and Developmental Disabilities conducted regional [illegible] serving the multihandicapped and [illegible] behavior-management skills.

In summary, severely handicapped children have a right to appropriate educational services, and Chapter 1 is one piece of legislation that addresses this need.

Special Programs for Neglected or Delinquent Children

Separate provisions of Chapter 1 also provide funds for improved educational opportunities for neglected or delinquent children who attend state agency schools. The Ohio Department of Youth Services, the Ohio Department of Rehabilitation and Correction, and the Ohio Veterans' Children's Home receive funds and conduct Chapter 1 programs.

During fiscal 1990, the Ohio Department of Youth Services used Chapter 1 funds to help 1,934 delinquent youngsters in nine schools. Emphasis was placed on additional basic skills instruction in the areas of reading and mathematics. Supportive services included language development and written communication skills.

The Ohio Department of Rehabilitation and Correction provided supplemental reading, language arts, and mathematics instruction to 143 inmates 16 to 20 years of age serving terms in four correctional institutions.

The Ohio Veterans' Children's Home in Xenia provided 174 residents with extra reading instruction, speech and language instruction, tutorial assistance, and motor sensory activities.

During each of the last five years, over $1,000,000 has been available to provide supplemental instruction to an average of 1,761 neglected or delinquent children, nearly all of whom were wards of the state or the courts (see Table 26).

Table 26
Programs, Participants, and Funds

Fiscal Year	Programs	Participants	Grant Award
1986	13	1,290	1,411,032
1987	12	1,555	1,488,281
1988	12	1,626	1,682,647
1989	12	1,782	1,780,471
1990	14	2,551	1,636,868

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Participation and Instructional Patterns

The number of participants served each year tends to vary in line with the number of children committed to agency care (see Table 27).

As would be expected, most students served through this special Chapter 1 program are older than students in other Chapter 1 classes. Table 28 reflects the fact that one third of them are beyond the typical age of high school enrollees.

Though the age ranges are different, the top priority for instruction is consistently identified as improvement of basic reading or mathematics skills (see Table 29). In some instances, the students receive extra help in both areas.

Table 27
Participants by State Agency

Agency	1986	1987	1988	1989	1990
Ohio Department of Youth Services	529	906	1,195	1,209	1,934
Ohio Department of Rehabilitation and Correction	633	503	301	378	443
Ohio Veterans' Children's Home	128	146	130	195	174
Totals	**1,290**	**1,555**	**1,626**	**1,782**	**2,551**

Table 28
Participants by Age Range

Age Range	Number	Percent
5–12	72	3%
13–17	1,692	66
18–20	787	31
Totals	**2,551**	**100%**

Table 29
Instructional Areas by Percent of All Participants

Fiscal Year	Reading	Mathematics
1986	55%	69%
1987	62	66
1988	70	53
1989	67	57
1990	65	64

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Expenditure and Staffing Patterns

Table 30 Full-Time Staff Equivalents by Position	
Staff Positions	**Full-Time**
Teachers/tutors	28
Teacher aides	10
Supervisors/directors	3
Other	2
Total	**43**

Table 31 Expenditures by Instructional Areas					
Instructional Area	**1986**	**1987**	**1988**	**1989**	**1990**
Reading	50%	50%	45%	66%	47%
Mathematics	44	45	27	24	35
Other*	6	5	28	10	18
*Includes language arts, language development, and tutorial services					

Historically, 93 percent or more of all expenditures go for instructional salaries, fringe benefits, and personal-service contracts.

Expenditures for salaries and related costs are used almost entirely to employ teachers and aides who work directly with students. Employment patterns for fiscal 1990 are indicated in Table 30.

Expenditures can also be categorized by instructional areas. During each of the past five years, from 42 to 66 percent of all available funds were used to improve reading skills. Another 24 to 45 percent of the expenditures were for mathematics instruction (see Table 31).

Evaluation Procedures

To evaluate academic progress in reading, mathematics, and language arts, standardized tests were used in the fall and again in the spring. Differences in test scores were reported in normal curve equivalent (NCE) units.

The NCE system of reporting has been used since 1984 to measure academic gains that can be attributed to extra instruction provided by Chapter 1 for neglected or delinquent children who attend state agency schools.

To interpret the NCE gains, the reader needs to understand the following:

- Scores are reported for only those students who take both the pretest and posttest. Test scores are converted to NCEs and composited to the state level.
- With only regular classroom instruction, students are expected to maintain their own position relative to other students in the class — that is, make no NCE gains.
- With extra Chapter 1 instruction, students are expected to achieve (and make NCE gains) at a faster rate than classmates who have only regular instruction. Considering the population being served, any number of NCE gains should be regarded as progress.

Gains in Reading and Mathematics

A total of 1,664 neglected or delinquent students in state agency schools received Chapter 1 reading instruction in fiscal 1990. Because dates of enrollment are often dependent on court orders and paroles or releases, the 855 sets of reading test scores that were generated during the norming dates specified by test manufacturers were used as a sampling group. The average gain for this group was 12 NCEs.

The same system of testing and reporting is used for evaluating academic progress in mathematics (see Table 32). A total of 1,634 students were enrolled in Chapter 1 mathematics classes, and 846 sets of test scores were generated for sample purposes. The average gain here was 14 NCEs.

Because of the low number of students who generate both pretest and posttest scores, NCE gains tend to fluctuate from year to year.

Table 32
Five-Year Trends: Gains in Reading and Mathematics

Fiscal Year	Average NCE Gains	
	Reading	Mathematics
1986	10	6
1987	4	12
1988	11	9
1989	9	12
1990	12	14

Chapter 1 for Neglected or Delinquent Children: Summary of Successes

- Individual students who need extra help in basic reading or mathematics skills are identified, their academic needs assessed, and appropriate instruction provided. In fiscal 1990, a total of 1,664 Chapter 1 participants were enrolled in reading classes and 1,634 were in mathematics classes.
- Test data indicate that students receiving extra reading instruction for six months or more in fiscal 1990 gained an average of 12 NCEs (the normal curve equivalent unit used to measure Chapter 1 progress). Students receiving six months or more of mathematics instruction gained an average of 14 NCEs. When analyzing NCE gains, keep in mind that most of these students were convicted felons and had poor or failing grades in previous school settings.
- Chapter 1 funds are also used to provide [illegible] training designed to increase teacher effectiveness under very challenging circumstances.

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State Leadership

All Chapter 1 funds are channeled through state departments of education. In Ohio, the Division of Federal Assistance administers Chapter 1 programs. One exception is that the Division of Special Education administers the component that provides funds to state agency schools for the handicapped. A five-year financial and human impact summary (see Tables 33-34) point to steady growth of ESEA Chapter 1 in Ohio.

A staff of 15 to 18 experienced school administrators and educational consultants provides technical assistance to local districts and state agencies to ensure delivery of concentrated and effective instructional services to children.

Major services provided by the Ohio Department of Education to local school districts and to state agency schools include

- Assistance in planning and developing project proposals
- Review of project proposals received from applicant agencies
- Assistance with revision of proposals to meet federal guidelines
- Approval of project proposals
- Assistance with project implementation, program improvement, staff development, parent involvement, evaluation, fiscal accounts, reports, and dissemination of information
- Determination of allocations, disbursements of funds, and preparation of statistical and financial reports

The prinicipal means by which division staff members provide information about the various programs are office conferences; field services; meetings with local staff and parent advisory councils; state and regional workshops; and publications, audiovisual presentations, and speaking engagements.

During fiscal 1990, numerous conferences and workshops were sponsored by the Division of Federal Assistance. Major events included a statewide conference for program administrators, Chapter 1 teachers, and parents; a meeting for new Chapter 1 coordinators; several meetings for federal program directors from large districts; and various meetings for migrant education coordinators, teachers, aides, and support personnel.

Guidelines for Chapter 1 require the state educational agency to disseminate pertinent information. The Division of Federal Assistance distributes printed information about guidelines, application procedures, and a variety of promising educational practices.

State publications for fiscal 1990 included the preceding edition of *Chapter 1 in Ohio, Promises to Keep: Title I/Chapter 1 in Ohio*, 1965-1990, and *The Clipboard*, a periodic report about the various programs administered by the Division of Federal Assistance.

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Chapter 1 in Ohio

Table 33
Five-Year Financial Summary
Grant Awards

Programs	1986	1987	1988	1989	1990
Basic	$111,078,740	$109,122,668	$124,756,042	$137,667,582	$137,407,671
Migrant	1,349,893	1,297,904	1,350,587	1,265,375	1,327,439
Handicapped	4,846,697	4,393,710	4,149,006	3,844,332	4,699,538
Neglected or delinquent	1,411,032	1,488,281	1,682,647	1,780,471	1,636,868
Totals	**$118,686,362**	**$116,302,563**	**$131,938,282**	**$144,557,760**	**$145,071,516**

Table 34
Five-Year Human Impact Summary
Number of Students Receiving Extra Instruction

Programs	1986	1987	1988	1989	1990
Basic	137,439	131,244	140,933	145,797	140,877
Migrant	3,407	2,854	2,956	2,670	3,094
Handicapped	4,130	4,651	4,274	4,075	4,932
Neglected or delinquent	1,290	1,555	1,626	1,782	2,551
Totals	**146,266**	**140,304**	**149,789**	**154,324**	**151,454**

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